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ADOPTED HOUSING ELEMENT

City of Orinda, California

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ORINDA HOUSING ELEMENT

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3.1 INTRODUCTION

3.1.1 Housing Issues

The Updated Housing Element of the Orinda General Plan incorporates changes which have occurred since the City's first Housing Element was adopted on May 20, 1987. In compliance with California state law, and reflecting the regional housing needs determinations of the Association of Bay Area Governments (ABAG), a review and revision of housing information for Orinda has been prepared and included in this report. This report also enables the state Department of Housing and Community Development to complete its review as required by state law (Government Code Section 65585). This document incorporates current figures on the projected regional share of housing needs that has been assigned to Orinda to be met in the five-year period 1990-1995. Because 1990 U.S. Census data are not currently available, the tables containing 1980 Census data have not been changed.

General Plan decisions relating to housing were focused on methods of retaining Orinda's semi-rural character while meeting the requirements of state law regarding providing housing for all segments of the community. The major issues considered in selecting alternatives for development sites were compatibility with existing development, retention of open space, impact on traffic capacity, and potential for multi-family dwellings.

Because only 6 percent of all housing units in Orinda are multi-family units, the question of additional attached-unit construction (other than single-family homes with yards on all sides) received considerable attention during the planning process. One site, behind the Santa Maria Church, is designated on the Plan for multi-family housing. Two others, Pine Grove School and Gateway Valley, are identified as areas where multiple family development is acceptable, but would require a General Plan Amendment. An application for a Specific Plan for Gateway Valley has been submitted.

High land costs and home values, as well as significant geologic and topographic constraints on many sites, make construction of affordable units particularly difficult in Orinda. Most available building sites are priced in excess of \$300,000. The high cost of land is a result of the high degree of natural beauty, the established prestige of the community as an area of very high-value homes, the relatively close access to regional employment centers, the convenience of the regional rapid transit system, the scarcity of available sites, and the high cost of overcoming the geotechnical limitations on construction. The soil conditions have been documented in the Technical Supplement to the General Plan, which includes the Environmental Impact Report. The City of Orinda consists of hills and valleys with narrow, winding roads. Most of the level, geo-

logically stable sites for development have already been developed. The steep topography, soil instability and vulnerability of the remaining sites to seismic occurrences generally preclude high density development. These remaining residential sites will have high site preparation costs associated with them because of these factors.

Orinda is a suburban bedroom community with a limited sales tax base. Income comes primarily from property taxes and subventions from the State of California. These constraints on its resources will severely limit Orinda's ability to assist financially in the development of affordable housing.

Without subsidies, the multiple family units will likely be the least expensive units to be added in the Planning Area. However, if Orindawoods (a clustered subdivision including both attached and detached units) is used as a model, all units added would probably be affordable only to above-moderate-income households. To ensure that some lower-cost units are provided, the Plan incorporates additional opportunities and incentives for increasing the supply of multiple family housing affordable to households with incomes from 50 to 120 percent of median. Additional incentives are provided for developers of all types of units to include additional affordable units within their projects. Methods for adding affordable senior housing, small single-family homes, and second units are detailed in this Updated Housing Element.

3.1.2 State Requirements and Organization

Government Code Sections 65580 through 65589 set forth requirements relating to the preparation and content of Housing Elements. By law, the Housing Element must contain:

- 1) An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs;
- 2) A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing; and
- 3) A program that sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element.

The housing program must: identify adequate sites available for residential development for a variety of types of housing for all income levels; assist in the development of adequate housing to meet the needs of low- and moderate-income households; address governmental constraints to the maintenance, improvement, and development of housing; conserve and improve the condi-

tion of the existing affordable housing stock; and promote housing opportunities for all persons. The Table of Contents includes an index to state-required Housing Element components.

This Housing Element organizes the state-mandated material into four main sections. The inventory of housing resources is included in Section 3.2.3. Housing need, land inventory, and constraints to the production of housing, are addressed in Sections 3.3, 3.4 and 3.5, respectively, including analysis of data and statements of goals, programs and objectives. Section 3 includes a summary of housing goals and programs, and identifies responsible agencies and required City actions for the achievement of the housing program established in this Updated Housing Element.

3.1.3 Public Participation and Plan Consistency

The Housing Element Update was prepared pursuant to review comments received from the state Department of Housing and Community Development. It updates and modifies descriptions of programs and quantified objectives according to changes that have occurred since the original element was adopted in 1987.

The City made a major effort to achieve participation of all economic segments of the community in the development of the Housing Element Update. The Update was subject to a joint study session before the Planning Commission and City Council, and subsequent hearings of the two bodies which were all open to the public. Notification of these meetings and hearings was provided in a local newspaper. Also, special notices were provided to residents of Orinda Senior Village, second unit owners, and the Santa Maria Church. A general notification process was also carried out for the state-mandated environmental review document, in which citizens and other public agencies had the opportunity to comment.

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3.2 SETTING: POPULATION AND HOUSING CHARACTERISTICS

3.2.1 Population and Household Characteristics

In 1980 the boundary of what is now the City of Orinda included 16,825 persons and 6,001 housing units, according to U.S. Census figures. The City has increased its housing units to 6,468 and has grown to a population in January 1990 of 17,751, according to the state Department of Finance. This reflects a very slow annual growth rate (about one-half of one percent), compared to the majority of Bay Area cities. Development in accord with the General Plan Updated Housing Element will result in about 7,429 dwelling units and 18,127 residents at full buildout projected to occur by 2005, an 8 percent increase over the 1980 population. Population is projected to be 2.44 persons per household in 2005.¹

Since the final 1990 U.S. Census figures were not available at the time of the 1990 Housing Element update, earlier projections from other sources, i.e., State Department of Finance, were relied upon. In this regard, it is important to note that 1990 U.S. Census data indicate that the total population in Orinda as of April 1, 1991, is 16,642.

Orinda's population is relatively affluent and ethnically homogeneous compared to Contra Costa County and the wider Bay Region. As shown in **Table 3.1**, the median household income in 1980 in Orinda was over 170 percent of the county and almost double that of the nine-county Bay Region.² The Association of Bay Area Governments (ABAG) has estimated that the Orinda 1990 mean household income is \$91,300 in its Projections '90 report, while equivalent figures for Contra Costa County and the Bay Area are estimated at \$49,600 and \$46,200, respectively. This represents a widening of the gap between Orinda household incomes and the County and Bay Area incomes.

Orinda's population is 95 percent white, with the largest ethnic minority group being Asian, at about 3.4 percent of the total, as shown in **Table 3.2**. The population and household characteristics of Orinda are shown in **Tables 3.3** and **3.4**, respectively. Household size is relatively small, and the average age of residents is comparatively old, reflecting the fact many children born in Orinda have left the parental home. Turnover is low, and housing additions have been averaging about one percent per year since 1980.

3.2.2 Jobs/Housing Balance

State of California Planning, Zoning, and Development Laws, 1990 edition (Gov. Code Sec. 65913.1) requires that jurisdictions "designate and zone sufficient vacant land for residential use with appropriate standards, in relation to zoning for nonresidential use, and in relation to growth projections of the General Plan to meet housing needs as identified in the General Plan." The relationship between land designated for non-residential and residential uses is usually measured by a ratio relating the number of local jobs to the number of households in a jurisdiction.

¹This and all subsequent footnotes may be found on page 45.

TABLE 3.1
MEDIAN HOUSEHOLD INCOME, 1970 & 1980

	1970 ^a	1980	Average Annual Increase
Orinda	\$21,473. ^b	\$39,912	6.4%
Contra Costa County	\$10,992	\$22,875	7.6%
Bay Region	\$9,021	\$20,607	8.6%

a. Median Income of "Families and Unrelated Individuals."

b. Orinda Village only. Figures for South Orinda not available.

Source: U.S. Census, 1970 and 1980.

TABLE 3.2
RACIAL DISTRIBUTION, 1980

Racial Group	Orinda		Contra Costa County		Bay Region	
	Number	Percent	Number	Percent	Number	Percent
White	15,988	95.0	534,628	81.5	3,895,810	75.2
Black	99	0.6	60,172	9.2	467,016	9.0
American Indian ^a	31	0.2	3,890	0.6	32,842	0.6
Asian ^b	574	3.4	29,534	4.5	431,082	8.3
Other ^c	133	0.8	28,156	4.3	353,034	6.8
Total	16,825	100.0	656,380	100.0	5,179,784	100.0
Persons of Spanish Origin ^d	323	1.9	55,820	8.5	632,542	12.2

a. Includes Eskimo and Aleut.

b. Includes Japanese, Chinese, Filipino, Korean, Asian-Indian, and Vietnamese.

c. Includes Hawaiian, Guamanian, Somoan.

d. Hispanics are counted as an ethnic, rather than a racial group, and included in the various racial groups and in the total.

Source: U.S. Census, 1980.

TABLE 3.3
CITY OF ORINDA -- POPULATION CHARACTERISTICS

	Total	Percent ^a
Population, 1985 ^b	16,984	
Population, 1980	16,825	
Households, 1980	5,871	
Persons in Group Quarters	40	
Age Characteristics, 1980		
Persons under 18	4,302	25.6
Persons 18 to 61	10,585	62.9
Persons 62 and older	1,938	11.5
Distribution of location of residence in 1975		
persons older than 5 years		
Same house	10,517	62.5
Different house, same county	1,951	11.6
Different house, different county	2,417	14.4
Different state	887	5.3
Abroad	350	2.1
Total	16,122	95.8

a. May not equal 100 percent due to rounding.

b. Derived from 1985 unit count assuming 2.77 persons per dwelling unit.

Source: U.S. Census, 1980

TABLE 3.4
CITY OF ORINDA -- HOUSEHOLD CHARACTERISTICS, 1980

	Households	Percent
Total Households, 1980	5,871	100.0
1980 Households by Income		
Less than \$10,000	313	5.3
\$10,000 - 14,999	262	4.5
\$15,000 - 19,999	314	5.3
\$20,000 - 24,999	420	7.1
\$25,000 - 29,999	510	8.7
\$30,000 - 39,999	1,094	18.6
\$40,000 - 49,999	902	15.4
\$50,000 - 74,999	1,093	18.6
\$75,000 or more	901	15.3
Total Households Reporting Income	5,496	100.0
Median Household Income, 1980	\$39,912	
Households by Size, 1980		
1-person households	592	10.1
2-person households	2,291	39.0
3-person households	1,167	19.9
4-person households	1,232	21.0
5-person households	414	7.1
6 or more person households	175	3.0
Average Household Size, 1980	2.87	
Single-Parent Households, 1980		
Female-Headed Households	218	3.7
Male-Headed Households	36	0.6
Female-Headed Households Below Poverty Level ^a (with children), 1979	35	0.6

- a. Families and unrelated individuals in the census were classified as being below or above the poverty level based on income in 1979 using an index which provides "poverty thresholds." These thresholds vary by size of family, number of children, and age of the family, householder or unrelated individuals. The threshold used for a four-person family, for example, was \$7,412.

Source: 1980 U.S. Census.

According to ABAG's Projections '90, there are currently 3,420 jobs located in Orinda, and an estimated 16,900 persons in 6,320 households.³ This report also estimates that in 1980 there were 3,184 jobs in the area now within the city limits, and that the population totalled 16,223 persons in 5,798 households at that time. For purposes of comparison, the U.S. Census reported a population figure of 16,825 in the unincorporated area defined as the Orinda "census designated place."

Orinda has traditionally been a residential community, with many more out-commuters than in-commuters and residents working in the city. Using the Projections '90 data, the ratio of jobs in the city to households in the city (jobs/housing ratio) is calculated at 0.54:1.0. The estimated jobs/housing ratio in 1980 was 0.55:1.0. Buildout under the General Plan would result in very little change in the jobs/housing ratio, and in maintenance of the prevailing residential character of development in the city.

As shown in **Table 3.5**, the 1980 Census reported 8,448 Orinda residents in the civilian labor force. The Projections '90 report estimates that there are currently 9,500 employed residents in Orinda, and that an average of about 1.5 persons per household are employed. Over 50 percent of employed residents are executives or professionals, as shown in **Table 3.6**.

Orinda's semi-rural environment, proximity to employment centers, and access to BART and freeways make it an attractive residential location for individuals working elsewhere. Some suburban cities in Alameda and Contra Costa Counties that have traditionally been bedroom communities have experienced substantial development in the 1980s, but such development is limited in Orinda by the provisions of the General Plan, and it is anticipated that Orinda will continue to have a net out-commute.

3.2.3 Existing Housing Stock

The majority of housing units in Orinda are single-family, owner-occupied homes, as shown in **Table 3.7**. More than 60 percent of the units were built between 1950 and 1969. More than 84 percent of the units as shown in **Table 3.8**, have three or more bedrooms.

As of January 1990, Orinda had 6,468 dwelling units, about 95 percent of which are single-family homes on lots that are typically one-half acre. Two apartment buildings (now condominiums) contain 63 units; there are 150 Senior Village units; and Orindawoods, a clustered development, has 258 units. Fifty-two units are built as multiple family type construction of three or more townhouses per structure, while 50 are built as attached units. The remaining 156 units are detached single family units.

TABLE 3.5
PLACE OF WORK: ORINDA WORKERS AGE 16 AND OLDER, 1980

	Number	Percent
Work in Orinda	1,018	12
Work in Contra Costa County	2,871	34
Work in San Francisco-Oakland SMSA ^a	7,236	85
Work in California	7,395	87
Not Reported	1,005	12
Total	8,494	100

a. Standard Metropolitan Statistical Area. Consists of the following five counties: San Francisco, Alameda, Marin, Contra Costa and San Mateo.

Source: U.S. Census, 1980

TABLE 3.6
WORKERS AGE 16 AND OLDER BY OCCUPATION, ORINDA, 1980

	Number	Percent
Executive, Administrative, Managerial	2,121	25
Professional Specialty	2,475	29
Technicians and Related Support	425	5
Sales	1,132	13
Administrative Support	1,004	12
Services (Including Personal, Protective, Repair, Crafts)	859	10
Machine Operators, Assemblers, Inspectors	48	1
Handlers, Helpers and Laborers	82	1
Transportation and Material Moving	84	1
Private Household	100	1
Farming, Fishing, Mining	118	1
Total	8,448	100

Source: U.S. Census, 1980

TABLE 3.7
HOUSING UNITS BY TENANCY AND YEAR OF CONSTRUCTION, 1980

	Units Built	Percent of Existing Units	Owner- Occupied	Renter- Occupied
1979 to March 1980	142	2.4	100	5
1975 to 1978	364	6.1	348	16
1970 to 1974	299	5.0	292	0
1960 to 1969	1,213	20.2	1,101	97
1950 to 1959	2,433	40.5	2,220	168
1940 to 1949	1,046	17.4	918	116
1939 or earlier	504	8.4	438	52
Total ^a	6,001	100.0	5,417	454

a. Tenancy information applies only to occupied units. Vacancy rate was about 2 percent in 1980.

Source: 1980 U.S. Census

TABLE 3.8
HOUSING UNITS BY NUMBER
OF BEDROOMS AND OCCUPANCY STATUS, 1980

	Total	Total Occupied	Renter-Occupied
None	--	-	
One	104	104	63
Two	810	792	115
Three	2,827	2,761	222
Four	1,742	1,713	42
Five or More	518	501	12
Total	6,001	5,871	454

Source: 1980 U.S. Census

Housing units which are in need of rehabilitation or replacement in Orinda are nearly nonexistent. However, a small number of former "summer cottages" still exist which were constructed in the 1920s, 1930s, and 1940s. Some of these do not currently meet building code standards but are typically not in need of rehabilitation or replacement due to the manner in which they have been maintained over the years.

Housing maintenance standards in Orinda are typically very high and affordable units very few, so rehabilitation dollars would not be as effectively used as dollars spent on other proposed housing programs.

The 1980 Census reported an owner-occupied median house value of \$178,100, compared to Contra Costa County at \$94,600. According to a number of Orinda-area real estate sources, a very few single-family homes in Orinda in mid-1990 are available for between \$350,000 and \$450,000, with some homes on smaller lots or with smaller floor area at around \$300,000. Homes at much higher prices, over \$500,000 and \$1 million, are on the market in substantial numbers, and are more typical of market conditions in Orinda. As shown in Table 3.9, there are very few lots available for development in approved residential subdivisions.

Condominium homes (two bedrooms, one bath) on Brookwood Road, probably the least expensive market-rate units in Orinda, are available for around \$200,000. Townhouse prices in Orindawoods, with substantial open-space amenities and a mixture of single-family detached homes ("patio homes" or zero-lot line) and townhomes are listed at a minimum of \$340,000.

Table 3.9
Remaining Undeveloped Lots in Residential
Subdivisions Without Approved Building Permits:
City of Orinda, September 1990

Site	Number of Lots
Orinda Highlands	10
Orinda Downs	20
Other Undeveloped Lots	110
Total	140

Source: City of Orinda

Note: Figures represent preliminary plan approvals granted by Contra Costa County prior to the incorporation of the City of Orinda. Approximately 80 of the "Other Undeveloped Lots" are estimated to be under 8,000 square feet.

The rental share of the housing stock is small compared to other cities in the county (less than 8 percent of all units in the housing stock are rented), and consists of single-family homes and a small number of condominium units. Median monthly gross rent was \$501 in 1980, compared to \$294 for Contra Costa County. Although no precise figures are available, typical rents at the present time for condominium homes on Brookwood Road are between \$850 and \$950, while a three-bedroom single-family home would rent at above \$1,750.

Between 1975 and 1987, an average of about 100 units a year were added to Orinda's housing supply. The 1990 Updated Housing Element policies envision an additional 608 units in new subdivisions. Approximately 200 units were added between 1987 and 1990, reflecting a somewhat decreasing rate of growth due primarily to lack of available building sites.

3.2.4 Subsidized Housing in Orinda and Contra Costa County

There are 1,140 units of Contra Costa County Housing Authority public housing in the county. Because of the very high land prices in Orinda, limited sites available, and the expense of installing public facilities such as water, sewer and roadways, it is very difficult for public housing agencies and non-profit housing developers to acquire property for the development of subsidized housing, and partly as a result there are no Housing Authority units in Orinda. These agencies and developers have found their resources to be best utilized in areas with lower land and infrastructure costs.

In addition to managing public housing, the County Housing Authority administers the federal Section 8 certificate program that provides housing assistance for low- and very low-income households by making direct payments of a portion of the certificate holder's rent. There is a waiting list of 3,061 households, and the Contra Costa Housing Authority has awarded 3,761 certificates as of September 1990. The number of certificates is expected to increase at a slow pace, and turnover results in some households on the waiting list receiving certificates. Once a household has a certificate, it must find a unit renting for specified "Fair Market Rents" (specified by the Contra Costa County Housing Authority) and an owner willing to enter into a contract with the Housing Authority.

The Fair Market Rents in 1990 in Orinda were: one-bedroom unit, \$688; two-bedroom unit, \$810; and three-bedroom unit, \$1,012. (These are rents exclusive of utility costs.) Because Orinda is deemed a high-cost area, the Fair Market Rents are 10 percent above the base rent for the county.

The maximum household incomes for households qualifying for the Section 8 program in Contra Costa County are shown below (page 3-14).

Persons in Household	Maximum Income
1	\$24,700
2	28,250
3	31,750
4	35,300
5	37,500

Source: Department of Housing and Urban Development

Subsidized rental housing is currently provided with the use of HUD 202 funds in the Senior Village for persons 62 years or older and disabled persons. The financing of Senior Village is firmly established for twenty years, and its bylaws, including the condition upon which the land was provided, require that it continue to provide low and very-low income housing for seniors and disabled persons.

Some market-rate rentals are available in the condominiums on Brookwood Road, and in single-family homes. Rent levels are generally too high to qualify for Fair Market Rents. The potential for adding affordable units through such projects is very limited, because of the substantially higher land cost characteristics of Orinda.

The HUD program used to finance the Senior Village is still in operation, so the potential exists for additional affordable senior units. Below-market-rate units also have been created in Contra Costa County through the County's Home Mortgage Revenue Bond and Multifamily Bond programs which finance development of owner-occupied and rental units for families, the elderly, and the disabled. Orinda participates in these programs through annual resolutions of participation adopted by the City Council. These programs provide below-market-rate financing for first-time home buyers, and for construction of rental units. The rental program requires that at least 20 percent of units be affordable by low- to moderate-income households. The purchase program includes maximum household income limits: the applicants' income must be 120 percent or less of median income. Tax-exempt bond interest rates have made these programs attractive to developers.

While local housing authorities currently build relatively little affordable housing themselves, nonprofit housing advocacy and development organizations are actively using programs such as the County tax-exempt bond program. Of the 240 multi-family units which have been built using these bonds, 40 are maintained as affordable units. In the Lamorinda area of the county, 95 units (19 affordable) for the elderly have been built with these funds. No projects are currently under construction or proposed using the program.

3.3 HOUSING NEEDS

3.3.1 Association of Bay Area Governments (ABAG) Housing Needs Determinations

The assessment of need in the Housing Element must consider the City's role in meeting regional housing demand, especially demand for housing affordable by low- and moderate-income households.

Orinda's regional fair-share allocation is specified in data presented in Housing Needs Determinations -- San Francisco Bay Region, January 1989, prepared by the Association of Bay Area Governments (ABAG). Needs determinations were prepared for the nine Bay Area counties, their incorporated cities, and for the total unincorporated area in each county.

Projected Need is the total number of units needed to accommodate anticipated growth in the city and provide for a desirable vacancy rate. As stated in the Housing Needs Determination, the projected need figure is the number of additional units that should be built in the city from 1988 to 1995. Household projections are described as reflecting the distribution of employment opportunities, availability of suitable sites, and commuting patterns. ABAG's determination of Orinda's 1988 to 1990 projected need is 105 additional housing units, which was nearly met by the 99 units built in the two-year period from January 1, 1988, to December 31, 1989 (Reference: Department of Finance E-5 report). The 1995 ABAG objective is for 164 additional units beyond the 105 units to be built by 1990, or an average of about 33 units per year.

Projected Need by Income Category expresses a redistribution of households throughout the region by income category. The objective of the redistribution is to "avoid further impaction of localities with relatively high proportions of lower-income households" (Gov. Code Sec. 65584). To generate the figures, ABAG averaged existing city percentages in each income category with the existing county and regional percentages. The housing need in each income category is obtained from an average of existing percentages of each category in Orinda, Contra Costa County and the nine-county bay area. For example, the percentage of very low-income households at each geographical scale (city-county-region) is averaged to identify the percentage need for very low-income housing units out of the total need identified.

Because the State of California has declared that local governments have a responsibility to facilitate the improvement and development of housing for all economic segments of the community, the analysis of existing and projected housing needs is defined in four categories: very low income (0 to 50 percent of median income); low income (50 to 80 percent); moderate income (80 to 120 percent); and above moderate income (above 120 percent).

In Orinda, those income categories translate into the following incomes for a family of four, based on incomes in Contra Costa County, 1990, as defined by the U.S. Dept. of Housing and Urban Development and based on a median income of \$44,100:

Very Low Income	less than \$22,500
Lower Income	\$22,501 to \$35,300
Moderate Income	\$35,301 to \$52,900
Above Moderate	above \$52,900

House prices and rents affordable by households in these income categories are shown in Table 3.10. The "purchase prices" are based on a 30-year, fixed-rate mortgage at 10.0 percent, one-third of income going to housing costs, and a 20 percent down payment. The "rent" figure assumes 30 percent of income is available for housing. Based on the calculations shown in Table 3.10, the maximum unsubsidized purchase price affordable to a moderate-income household is \$188,200.

TABLE 3.10
Housing Affordability by Income Group, 1990
Alameda/Contra Costa County
Four-Person Households

Income Category	Purchase Price at 10% Interest Rate	Monthly Rent
Very Low (\$22,500 or less)	Less than \$80,000	Less than \$560
Low (\$22,501-\$35,300)	\$80,000-\$125,600	\$560-\$880
Moderate (\$35,301-\$52,900)	\$125,600-\$188,200	\$880-\$1,320
Above Moderate (More than \$52,900)	More than \$188,200	More than \$1,320

3.3.2 Projected Housing Needs and Housing Needs Met, 1988 to 1990

For the period from 1988 to 1995, ABAG has projected a need in Orinda for a total of 269 housing units, consisting of 43 very low-, 32 low-, 46 moderate-, and 148 above-moderate-income units. Housing units affordable to very low-, low-, moderate-, and above moderate-income households built since 1988 can be subtracted from the 1988 to 1995 Needs Determinations. The remaining units are termed the Adjusted Projected Need (new construction) for the five-year period, 1990 to 1995. The figures are presented in Table 3.11, and are shown in terms of the components of need defined by ABAG in January 1989.

Looking back at the comparable figures included in the 1987 Orinda Housing Element, the prior (1983) ABAG projections for housing needs between 1980 and 1990 indicated a need for 61 very low-income and 42 low-income housing units, 58 units in the moderate-income category and 159 units for the above-moderate income category.

Between 1980 and the end of 1985, Contra Costa County estimated that 370 units were added to Orinda. Of these, 150 were in the Senior Village, where occupancy is limited to singles and couples who are over 62 years of age or are disabled, with very low household incomes (125 units) and low incomes (25 units). These units made a significant contribution to meeting the low-income housing need. However, ABAG does not recognize previous production of low income units in determining current housing needs.

Nine additional very low income housing units were added between 1987 and 1990 in the form of second units on lots developed with existing single-family homes. It is expected that in the 1990-95 period an estimated 25 to 35 additional second units will be built. A survey conducted by the City of Orinda revealed that the units recently built are occupied by persons with limited incomes, including three caretakers, four retired relatives, and one student who provides maintenance services in exchange for rent. The income levels of these residents are confidential and cannot be revealed in deference to their rights to privacy. Specific rental levels have not been established, and most units are provided rent-free. However, since second unit residents are typically either on a fixed retirement income, employed part time, or employed in relatively low-paying domestic service jobs, second units in Orinda have been designated as very low income housing.

Table 3.11
EXISTING, PROJECTED AND ADJUSTED HOUSING NEEDS: 1988-1995
City of Orinda, California

Income Category & 1990 Income Ranges ^a		Existing Need 1988 ^b	Estimated Need 1988-1990 ^c	Projected Need 1990-1995	Total Projected Need 1988-1995	Housing Built 1988-1990 ^d	Adjusted Projected Need 1990-1995 ^e
Very Low:	Less than \$22,500	7	17	26	43	9 ^f	34
Low:	\$22,501-35,300	5	12	20	32	---	32
Moderate:	\$35,301-52,900	8	18	28	46	---	46
Above Moderate:	Above \$52,900	25	58	90	148	117	31
TOTAL		45	105	164	269	126	143

Source: Housing Needs Determinations, San Francisco Bay Area, ABAG, January 1989
 Figures above total line in columns 1,2,3 are prorated from totals.

Notes: a Income ranges defined by U.S. Dept. of Housing & Urban Development (HUD), February 1990, for 4-person families. Median income for area (Contra Costa County) is \$44,100.
 b Base figures for needs determinations.
 c Includes 1988 Existing Need figures.
 d July 1, 1988, through July 31, 1990.
 e August 1, 1990, through December 31, 1995.
 f Second units.

Orinda's housing stock, which increased by about 13 percent during the 1980s, is expected to expand at a decreasing rate during the 1990s, as indicated in the following figures:

Units, 1980	6,001
Units built 1980-12/31/86	324
Units built 1987-12/31/89	143
Units approved and unbuilt prior to 1990	30
Units approved in 1990, 7/31/90*	35
Total Units	6,533
Anticipated additional units, 1990-1995	300

* Includes approved units not yet built or completed.

3.3.3 Existing Housing Need

State law requires that the Housing Element include an identification and analysis of existing and projected housing needs (Gov. Code Sec. 65583). Indicators of need include level of payment compared to ability to pay, analysis of special housing needs, vacancy rates and overcrowding of units.

Table 3.12 shows that 421 Orinda households (119 renting households, and 302 owners) earning less than \$20,000 in 1979 paid 25 percent or more of their income to housing costs. Households paying more than 35 percent of household income to housing costs numbered 322. Between 25 and 30 percent of income-to-housing costs is generally considered to be the maximum a lower- and moderate-income household should pay.

3.3.4 Needs of Special Groups

The special housing needs of groups such as the elderly, handicapped, large families, farm-workers, families with female heads of household, and families and persons in need of emergency shelter is addressed below.

Housing for the Elderly. The 1980 Census reported 1,968 Orinda residents age 62 or older. This represented 12 percent of the total population, about the same as the nine-county Bay Area total of 12.6 percent. However, because the median age of Orinda residents is comparatively high, and 31 percent of residents were aged 45 to 64 as compared to 21 percent in Contra Costa County and 20 percent in the Bay Area, it is reasonable to expect that the elderly will represent an increasingly large share of the city's population.

TABLE 3.12
ORINDA HOUSING PAYMENTS COMPARED TO ABILITY TO PAY, 1979

	Household Income		House- holds	Percent of Households
	Less than \$20,000 ^a	More than \$20,000		
Percentage of Income Paid as Gross Rent for Renter-Occupied Units				
Less than 25%	27	220	247	58
25 - 35%	22	50	72	17
Over 35%	97	7	104	25
Total Renter-Occupied Units	146	277	423	100
Percentage of Income Paid as Homeowner Cost for Owner-Occupied Units				
Less than 25%	310	3,482	3,792	77
25 - 35%	77	544	621	13
Over 35%	225	291	516	10
Total Homeowner units	612	4,317	4,929	100
Total Occupied Units				
Less than 25%	337	3,702	4,039	75
25 - 35%	99	594	693	13
Over 35%	322	298	620	12
Total Occupied Units	758	4,594	5,352. ^b	100

a. A household income of \$20,000 in 1979 represented approximately 82 percent of the county median household income, or the low end of "moderate income."

b. Households reporting income and housing costs only.

Source: U.S. Census, 1980

Housing for the elderly should respond to this group's need for relatively easy access to downtown shops and services, and medical care, and to limitations on income and mobility. Typically, elderly individuals desire a small, secure, low-maintenance home.

Housing for the Handicapped. The U.S. Census in 1980 identified 145 persons in the area which is currently incorporated in the City of Orinda, aged 16 to 64 with a public transportation disability, and another 140 persons 65 or older with the same type of disability. The number of all handicapped persons in Orinda in 1990 is not known at this time, although an estimate can be extrapolated if it is assumed they constituted the same percentage of the total population as was exhibited in 1980 (about 1.7 percent). Based on the current estimate of the total population in Orinda (17,751), an estimated 302 handicapped persons may reside in Orinda at the present time, about one-half of whom are also 65 or older.

The needs of handicapped persons are not unlike those of the elderly in terms of their need for accessibility to services, and for homes that are small and require little maintenance. The Orinda Senior Village contains 15 units incorporating such features.

Persons and Families in Need of Emergency Shelter. There are no U.S. Census figures indicating that any Orinda residents have been homeless on a long-term basis. The Orinda Police Department has indicated that it has no knowledge of any regular pattern of homelessness in the city. Shelter Inc. in Walnut Creek, a non-profit advocacy group which directs homeless individuals and families in Contra Costa County to appropriate agencies for their short-term needs, has no recent record of persons requesting their services who have claimed residency in Orinda. Inquiries of local churches on requests for emergency shelter have indicated that the need in the community for transitional housing or shelters is extremely low, at the rate of one or two per year. Infrequent requests for assistance from churches have chiefly consisted of persons passing through Orinda seeking small handouts. Some churches, such as St. Stephens (Episcopal), maintain information which enables them to refer individuals to appropriate public or private agencies elsewhere in Contra Costa County.

Because of their high average income, Orinda residents typically have many more options for recovery after the loss of a home due to a natural disaster or financial difficulties. The small number of residents that may be displaced at a given time, (other than might occur in the event of a major natural disaster), would not be sufficient to justify the development of a shelter specifically for that purpose. Due to the demonstrated lack of direct demand, coupled with the high cost of land in Orinda, it is not practical to seek the development of facilities in Orinda for persons or families in need of emergency shelter.

Female-Headed Households. There were 352 female-headed households in Orinda in 1980: 6 percent of total households, compared with almost 10 percent reported for the nine-county Bay Area. Of these, 218 households had children under 18, and 35 of these households had incomes below the poverty level.

Because of the relatively higher incidence of poverty among this group compared to other households, this group is considered to have special housing needs. Female-headed households with children require housing suitable for child-rearing, and access to child care and schools. There are few such affordable units available in Orinda.

Large Families. The 1980 Census reported that there were 589 households with five or more persons, or approximately 10 percent of all households in Orinda. This was about equal to the county and the Bay Area where 11 percent of the households had five or more persons.

Although there has been and is a good housing choice for large families with above-moderate income in Orinda, low- and moderate-income large families are faced with particular difficulties in finding adequate housing. Some of the single-family or condominium rentals may meet the needs of this group. However, there are no alternative housing opportunities existing in apartments for this group in Orinda.

Small Households. Almost half of all households in Orinda in 1980 were composed of one or two persons. A further 20 percent of all households had three persons. Only 15 percent of housing units in Orinda have one or two bedrooms.⁴ Where households stay in larger units by choice, this shortage of smaller units presents no problem. However, smaller households with moderate or low incomes may prefer to live in smaller units which are presently unavailable in Orinda.

Farmworkers. Contact with local service agencies indicates that the number of farmworkers in Orinda has been and is virtually zero.

Vacancy Rates. The 1980 Census showed 42 for-sale units, and 21 for-rent units vacant. This represented a vacancy rate of about 1 percent, below the Contra Costa County vacancy rate of 2.8 percent and the Bay Area rate of 2.5 percent, and well below the desirable vacancy rate of 6 percent for rentals and 2 percent for for-sale units supported by the California Department of Housing and Community Development.

The California Department of Finance (Report E-5) in 1990 has determined that the vacancy rate for Orinda is about 1.55 percent, with about 100 vacant units as of January 1, 1990.

Overcrowding. An overcrowded housing unit is one in which there are more than 1.01 persons per room. There were only 31 such units or 0.5 percent of households in Orinda in 1980. This is considerably lower than the rate for the county (2.9 percent) and the Bay Region (4.8 percent).

3.3.5 City Housing Goals

The following goals direct the City's housing programs for assisting the development of housing for low- and moderate-income households, for conservation of housing stock, and for equal housing opportunity.

- A. While maintaining the semi-rural residential character of Orinda, provide for a greater diversity of housing types and prices to meet current and future needs of all residents.
- B. Work for equal housing opportunity and access for all persons regardless of race, religion, national origin, sex, marital/family status or other arbitrary factors.
- C. Locate sites for multifamily housing near Downtown and in the Gateway Valley.

3.3.6. Housing Policies

- A. Permit multiple family units at the Santa Maria Church site, Pine Grove School site, Gateway Valley, and other suitable sites.

The General Plan designates a density range of 6 to 10 units per acre for multiple family housing. Three areas in the city are currently considered as potential sites for multiple family housing.

The Santa Maria Church surplus land site is designated for multiple family housing by the General Plan. If the 3.2 acre church site were developed as an open-occupancy⁵ project, it could yield up to 32 multiple family dwelling units.

The Pine Grove School site is not presently designated for multiple family land use, though if the site were declared surplus, a General Plan amendment would be favored which would enable development of multiple family housing on the site. This 6.9 acre site could accommodate 69 multiple family units, if developed for open occupancy.

General Plan policy 2.1.5 states that a General Plan amendment for the Gateway Valley which includes multifamily housing would be encouraged. It is possible that the Gateway Valley area will develop with housing and other land uses as outlined in Section 2.1.5 of the General Plan during the next three to eight years.

Substantial effort toward the planning of Gateway Valley has been undertaken during the past three years. A 17-member Gateway Advisory Committee was appointed and completed a series of land use recommendations for the valley. Upon recommendation by this committee, the

Gateway Task Force was appointed by the City Council to study and develop a recommendation regarding the possible acquisition of Gateway Valley for public recreational use. In addition, the owner of Gateway Valley has submitted a specific plan application for partial development of the valley.

Policy Objective:	Designate sites for construction at higher, multiple-family densities to increase the number of affordable units constructed, and obtain a lower land price per unit.
Quantified Objective:	The Santa Maria Church site could accommodate 32 units within five years. If the Pine Grove School site is declared to be surplus land, its development potential would be 69 units, but no timetable can be determined at this time. An additional 400 units could be built in Gateway Valley within the time frame of 1993 to 1998.
Actions Taken:	Santa Maria Church site designated for multiple family use on the General Plan; a 17-member citizen's advisory committee appointed by the City Council to study land use alternatives including affordable housing for Gateway Valley.
Actions Needed:	Zoning Ordinance amendment consistent with Plan policies and land-use designation to assure the provision of increased density for affordable housing; Zoning Ordinance amendment to require 10 percent of affordable housing units to be equipped with features for handicapped residents; General Plan amendment for Gateway Valley within four years, and ultimately for the Pine Grove School site.
Agency Responsible:	Planning Commission, City Council
Financial Impact on the City:	No cost to City.

- B. Allow development of affordable senior housing on multifamily sites at densities higher than those designated in the General Plan land-use categories if the City's environmental review process concludes that building bulk, traffic, and other adverse impacts would not significantly exceed those of open-occupancy units within the prescribed density range. In particular, allow up to 30 units per acre on the Santa Maria Church surplus land site for units which are specifically designated as affordable senior housing units.

The need for senior units has been demonstrated. The Senior Village is built at a density of approximately 50 units per acre, well above the existing multiple family density range. Because the units are smaller, and vehicle trip generation is substantially less than open occupancy housing development, a higher density for senior housing is appropriate and effective in meeting the housing needs of the elderly. Multiple family housing near the Downtown would have the advantage of providing pedestrian access to shopping and local and regional transit, reducing traffic impacts and enhancing Downtown commercial activity.

A density of up to 12.5 units per acre is permitted, when combined with the 25 percent density bonus provided for affordable senior housing. The City's policy will require that 10 percent of the affordable units will incorporate special design features for handicapped persons.

The Santa Maria Church playfield area is designated in the General Plan for multiple family housing, which allows for a density of between 6 and 10 units per acre. An increase in density to 30 units per acre for this site would be allowed for units which are within the very-low, low and moderate income affordability requirements as detailed in Table 3.10. A proposal which meets these criteria could yield as many as 96 affordable senior housing units on the 3.2-acre site.

Policy Objective:	Allow construction at higher densities (up to 30 units per acre on the Santa Maria Church site) to make additional affordable senior housing feasible, when such units are within the appropriate affordability requirements.
Quantified Objectives:	Allow senior housing at densities higher than that allowed for open-occupancy housing because units are smaller and vehicular trip generation per household is lower. The Santa Maria Church site could accommodate 96 units of affordable senior housing at a density of 30 units per acre.
Action Taken:	Updated Policy allowing for a density of up to 30 units per acre at the Santa Maria Church site included in General Plan.
Action Needed:	Rezoning the 3.2 acre Santa Maria Church surplus land area from R-20/SD-1 to Planned Unit District on receipt of an application for a specific proposal which incorporates affordable senior housing; Zoning Ordinance amendment to require 10 percent of affordable housing units to be equipped with features for handicapped residents.
Agency Responsible:	Planning Commission, City Council
Financial Impact on the City:	No cost to City.

C. Provide greater variety of home sizes and more affordable housing by limiting the floor area of homes on smaller lots.

By limiting the floor area of residential structures, some units affordable to moderate-income households might be built on the approximately 80 undeveloped lots that are 8,000 square feet or smaller.

Policy Objective:	Increase the number of small houses in Orinda.
Quantified Objective:	80 units at plan buildout; 25 to 40 units during five-year planning period.
Action Taken:	Policy in General Plan; Floor Area Ratio Ordinance adopted and amended to further limit size of homes on smaller lots.
Actions Needed:	Continue to implement Floor Area Ratio Ordinance, and monitor for effectiveness.
Agency Responsible:	Planning Commission; City Council.
Financial Impact on the City:	Substantial staff time.

D. Provide greater variety of housing types by allowing for the development of second units.

Given the decreasing household size in Orinda and the increasing cost of housing, second units added to existing single-family lots may be a way to better use housing resources to provide needed new housing at minimum financial and environmental costs. Single persons seeking affordable housing in Orinda would include commercial and domestic employees, students at St. Mary's College and John F. Kennedy University, and seniors. Second units are a good solution to these people's housing needs, and many larger houses in Orinda can incorporate second units without adding floor area.

While it is difficult to anticipate how many second units could be developed in Orinda, if current trends continue, at least an additional 26 to 36 units would be added during the five-year planning period through 1995. Nine second units have been built and several more approved since 1987. These units have been identified as providing housing for persons with limited income, such as gardeners, students and retirees. These persons would otherwise be unable to reside in the area, where their employment, educational activities, or family or community ties are based.

Policy Objective:	Encourage efficient use of housing stock; permit development of second units at low cost.
Quantified Objective:	Development of 25 to 35 additional second units in Orinda by 1995, as additions to the affordable housing stock.
Actions Taken:	Policy in General Plan; Second Unit Ordinance adopted in 1988.
Actions Needed:	Continue to implement and monitor effectiveness of Second Unit Ordinance.
Responsible Agency:	Orinda Planning Commission.
Financial Impact on the City:	Minimal staff time.

7 E. Develop an ordinance and administration procedures, as appropriate, to provide additional opportunity and incentive for increasing the supply of housing affordable to moderate-, low- and very-low-income households in Orinda through a combination of the following:

Land and construction costs in Orinda are expensive compared to neighboring communities. Programs A, B, C, and D above seek to assist in developing units affordable to low- and moderate-income households at specific locations and under specific circumstances. Program E differs in that it offers a variety of economic and non-economic incentives which may be taken advantage of on virtually any site suitable for residential use. These incentive programs can be used individually or in combination to encourage the provision of a greater variety and number of affordable housing units. Some of these programs are administrative in nature, while others are designed to provide relief from specific existing ordinance requirements and will require legislative amendments.

The Senior Village is currently the only rental project in Orinda, although a number of condominiums and single-family homes are rented. The difficulties of first-time home buying make rental units the only affordable housing for many moderate-income households that do not have the assets to make a down payment on a home. Some households may choose to rent for other than financial reasons. While the General Plan designates a multifamily housing site, and programs above seek to develop smaller housing units and subsidized units, there is no assurance of additional rental units in the city apart from second-unit production.

The following programs are geared toward the production of additional affordable housing units throughout the community.

1. Reduce application processing costs for multi-family projects containing affordable units through fast-tracking, and by waiving or reducing park, traffic, storm-drain, and other impact fees applicable to such affordable units. Establish the minimum length of time units are to remain affordable.

Specific Policy Objective: Encourage a greater number of applications containing a higher percentage of affordable units by offering mechanisms to save time in processing, and by reducing the costs of producing affordable units.

2. Assist potential developers of affordable housing projects and second units with updated information on Federal, State and County housing assistance programs.

Specific Policy Objective: Take advantage of programs offered through other governmental agencies to supplement local programs. Continue to implement the City's local information and assistance service for smaller developers unfamiliar with such programs.

3. Establish a working relationship with a nonprofit housing agency to coordinate and encourage affordable housing.

Specific Policy Objective: Encourage and facilitate the direct involvement of a nonprofit agency in the production and management of affordable housing. This should be accompanied by establishing a formal relationship between the City and a local agency for the purpose of exchanging housing information, identifying and utilizing available housing funding sources, and managing future affordable housing units.

4. Reduce production costs in projects containing affordable units by adjusting design standards (without jeopardizing safety) for building setbacks, lot coverage, street width, and in the case of senior projects, for parking.

Specific Policy Objective: The relaxation of stipulated design standards will incrementally reduce per-unit land and construction costs, making the inclusion of greater percentages of affordable units more feasible.

As noted above, these programs can be utilized individually or in combination. While the specific focus of these incentive measures varies (and has, therefore, been individually addressed), their implementation may otherwise be summarized as follows:

Quantified Objective:

Facilitate the production of between 30 and 40 additional affordable units over the five-year planning period; ordinances, policies, and procedures to be developed within one year.

Action Taken:

Inclusion of policy in General Plan; initiation of draft ordinance preparation to waive or reduce park, traffic and storm-drainage impact fees for affordable housing in multi-family projects; establishment of a local information and assistance service for smaller developers unfamiliar with available housing programs; participation in the Contra Costa County Home Mortgage Finance Program; and participation in the Community Development Block Grant Program.

Actions Needed:

Adoption of zoning ordinance modifications, as part of an affordable housing implementation ordinance, addressing measures 1 and 4 and setting the minimum period of time units are to remain affordable; development of a specific administrative work program for interagency coordination, addressing measure 3.

Agency Responsible:

Planning Commission, City Council.

Financial Impact on the City:

Some administrative time.

F. Develop an ordinance granting up to a 25 percent density bonus for provision of 25 percent or more affordable units in a project as provided by State law. This ordinance should identify the minimum length of time units are to remain affordable. The allowable density shall not exceed the larger of that obtained by applying policies B and F separately.

The State's first density bonus law was enacted in 1979 and clarified in 1982. Together, the two laws (Gov. Code Sec. 65915) require that housing developers who agree to construct 25 percent of the total units in a development project for low- or moderate-income households, or 10 percent for low-income households, must be granted a density bonus of at least 25 percent or other incentives of equivalent financial value. The law contains additional clarifying language regarding the procedures and definitions relevant to granting density bonuses.

Little use of the required density bonus provision is anticipated. However, it may be possible for developers to take advantage of some or all of the other incentive programs as outlined in Section 3.3.6.E which, together with the density bonus, would make affordable units feasible.

Program Objective: Provision of incentives for affordable housing units; compliance with state law.

Action Taken: Policy in General Plan.

Action needed: Granting of density bonuses as mandated in Government Code 65915; integration of a density bonus provision in the Updated Zoning Ordinance.

Responsible Agency: Planning staff, Planning Commission and City Council

Financial Impact on the City: Minor administrative cost to City.

G. Promote equal housing opportunity for all Orinda residents and others seeking housing in Orinda.

Federal and state programs guarantee equal housing opportunity. The Rumford Fair Housing Act prohibits arbitrary discrimination on any basis, including race, color, religion, sex, marital status, national origin or ancestry in the rental, lease, sale or financing of any residential dwelling other than an individual room in an owner's house.

The Unruh Civil Rights Act prohibits discrimination on the basis of a person's race, color, sex, national origin or ancestry in the provision of goods and services by all business entities. A business entity includes landlords, real estate brokers acting as agents in the sale of real property and financial institutions.

The California Fair Employment and Housing Commission receives complaints of housing discrimination and takes necessary actions to relieve discrimination. In the central Contra Costa County area, the Housing Alliance in Walnut Creek provides services to victims of housing discrimination.

Policy Objective: Support services and programs which fight housing discrimination; direct persons toward agencies that provide assistance to victims of discrimination as needed.

Action Taken:	Policy in General Plan; collection of information on housing discrimination for public distribution.
Actions Needed:	Continue to implement and monitor effectiveness of policy.
Agency Responsibility:	City Staff.
Financial Impact on the City:	Minor administrative cost.

3.3.7 Review of Effectiveness of Housing Policies and Progress in Implementation

Since the first Orinda General Plan Housing Element was adopted in 1987, a number of actions have been taken by the City to implement the housing policies for the encouragement of housing development targeted for very-low, low- and moderate-income households. These have been discussed in the previous section, but are also summarized as follows:

- The City has taken steps to ensure and encourage the development of affordable multiple family dwelling units on the Santa Maria Church surplus land site by establishing a policy to permit substantially higher density for affordable housing at this location. This policy would permit the construction of up to 96 affordable units (Policies A and B).
- Provisions for multiple family and senior housing have been incorporated into the ongoing planning process for Gateway Valley (Policy A).
- A Floor Area Ratio Ordinance has been adopted and amended once, to ensure that homes built on smaller lots are limited in size, so as to respond to the demand for housing variety and lower-priced homes, potentially yielding 25 to 40 low- or moderate priced homes by 1995 (Policy C).
- The City has adopted the Second Unit Ordinance and approved several additional units beyond the nine units which were completed in 1990. It is estimated that up to 36 additional second units, utilized by persons with very-low or low incomes will be built by 1995 (Policy D).
- o A policy of fast-tracking development applications has been implemented; the city staff is preparing a draft ordinance for consideration which will waive or reduce traffic, storm drainage and park fees for affordable housing in multi-family project proposals.

- o An information library on affordable housing programs for developers has been established.
- o The City is collecting information toward establishing a working relationship with a local non-profit organization which develops and/or maintains affordable housing.
- o A policy of reducing design standards for affordable housing proposals, such as parking requirements for elderly housing, is being implemented.

The potential results of these programs in terms of new affordable housing cannot be quantified, but they can be expected to greatly ease the way for the development of affordable housing (Policy E).

- A comprehensive revision of the City Zoning Ordinance has been initiated, which will incorporate the density bonus provisions for affordable and elderly housing as required by state law, and which will set the minimum period of time that units are to remain affordable at thirty years. These new provisions will apply to the sites discussed under Policies A and B, and would result in additional affordable dwelling units (Policy F).
- The City has continued to disseminate information on housing discrimination to the public and to developers (Policy G).

In summary, the above policies enable the development of new residential units for very-low, low and moderate income individuals and families. These policies and programs were initiated approximately 3 years ago, and have had partial success. The original Housing Element adopted in 1987 proposed numerous ordinances, policies and programs, the majority of which have been realized. Further review, evaluation or consideration of major revisions to the Housing Element at the present time is premature. The established goals, objectives and policies of the original Housing Element have been retained in their original form with minor revision, and their appropriateness for the current planning period is not in question in this Updated Housing Element. It is important to note that as a newly incorporated City, Orinda's first Housing Element was prepared and adopted only three years ago. The short amount of time that has elapsed since adoption makes it difficult to point to major quantitative achievements. However, the policies and programs contained in the first Housing Element are reaffirmed and their implementation programs given continued support.

3.3.8 Status of Existing Assisted Housing

State housing statutes adopted in 1989 (Chapter 1451) requires all housing elements to address by January 1, 1991 the potential conversion of existing assisted-housing development to non-

low-income housing use. As discussed in Section 3.2.4 of the Updated Housing Element, Orinda has one assisted-housing development, known as Senior Village, which currently has a 20-year fixed subsidy, as well as fixed bylaws requiring that it continue to provide low and very-low income housing for seniors and disabled persons. These conditions are sufficient safeguards that these existing assisted-housing units will not be converted to market-rate dwellings within the time period defined by the General Plan.

3.3.9 Consistency with General Plan and Appropriateness of the Goals, Objectives and Policies

The 1990 Updated Housing Element does not represent a change from the goals of the General Plan, nor a change from goals defined in the 1987 Housing Element. Changes to housing policies and objectives contained in this document are considered to be minor relative to the 1987 Housing Element. Such changes are furthermore considered to be consistent with the provisions of all other elements of the current Orinda General Plan, and plans for congestion management, the Zoning Ordinance, and capital improvement programs. As stated above, review, evaluation or consideration of major revisions to the Housing Element at the present time is premature, and their appropriateness for the current planning period is not in question in this Updated Housing Element.

3.4 LAND INVENTORY

Table 3.13 and **Figure 3.1** identify sites available for residential development. Most of these sites, except those in upper El Toyonal and the Gateway Valley, are considered infill sites. A total 672 units could be built on these identified sites.

TABLE 3.13
SITES AVAILABLE FOR DEVELOPMENT OF HOUSING
(Includes development of subdividable parcels; excludes approvals)

Site Number/Location	Units Assumed ^a	Approximate Acreage	Current Zoning
North Orinda			
Small Subdividable Parcels	8 SF DU	-	
Manzanita/St. Stephens			
Small Subdividable Parcels	4 SF DU	-	
El Toyonal			
4. Johnson Ranch ^b	22 SF DU	110	A-4
5. Seaborg Ranch ^b	10 SF DU	51	A-2/SD-1
Small Subdividable Parcels	6 SF DU	-	
Downtown^c			
6. Santa Maria Church ^d	96 MF DU	3.2	R-20/SD-1
Bates/Glorietta			
7. Southwood Estates	16 SF DU	43	R-20/SD-1
8. Knickerbocker Lane	16 SF DU	33	R-20/SD-1
Small Subdividable Parcels	8 SF DU	-	
Gateway			
9. Near Gateway Blvd. ^b	400 MF DU	40	A-2
Valley View/Hall Drive			
10. Crestview	6 SF DU	6	R-65 + R-20/SD-1
11. Lost Valley	3 SF DU	3	R-20/SD-1
12. Hall Drive	10 SF DU	8	R-20/SD-1
13. Orinda Oaks	27 SF DU	111	R-20/SD-1
Small Subdividable Parcels	5 SF DU	-	
South Orinda			
14. Lavenida	13 SF DU	10	R-12/SD-1
Small Subdividable Parcels	22 SF DU	-	
Total	672 units	418^c	

Note: SF DU = single-family dwelling units; MF DU = multifamily dwelling units

Since originally mapped, site numbers 1 and 2 have been approved for development, and site 3 has been acquired by the East Bay Municipal Utility District (EBMUD) as a watershed protection area.

^a Assumptions are preliminary estimates prepared to allow a projection of the number of housing units likely to be added in Orinda. The number of units listed for a given site should not be interpreted as a determination of appropriate density; the planning and approval process may result in higher or lower numbers.

Slope-density ordinance standards were applied using approximate determinations of slope. On sites designated by the Plan for Very Low-Density development, the number of sites was based on the acreage under 25 percent slope, divided by three. Because the Very Low-Density areas are predominantly over 25 percent slope, it is assumed that an average of three acres per parcel would need to be under 25 percent to allow access and to provide a building site.

The General Plan does not propose number of units in Gateway Valley. Number is assumed for EIR analysis and could be multi-family or single-family units. (See General Plan, Volume 2: Technical Supplement, Table 4.1, page 4-4, Footnote a)

^b These parcels are not currently served by utilities.

^c The Downtown Pine Grove School site is a potential multifamily site, but would first have to be declared surplus, so is not included in this table.

^d The Santa Maria Church surplus land would yield up to 96 units if developed as affordable housing under Section 3.3.6.B.

Zoning Category Descriptions:

- R-12 - Single-family residential on 12,000 square foot minimum size lots.
- R-20 - Single-family residential on 20,000 square foot minimum size lots.
- R-65 - Single-family residential on 65,000 square foot minimum size lots.
- A-2 - General agricultural on 5 acre minimum size lots.
- A-4 - Agricultural preserves on 20 acre minimum size lots.
- P-1 - Planned unit district.
- SD-1 - Slope density combining district (lot area limitations based upon the severity of average site slope).

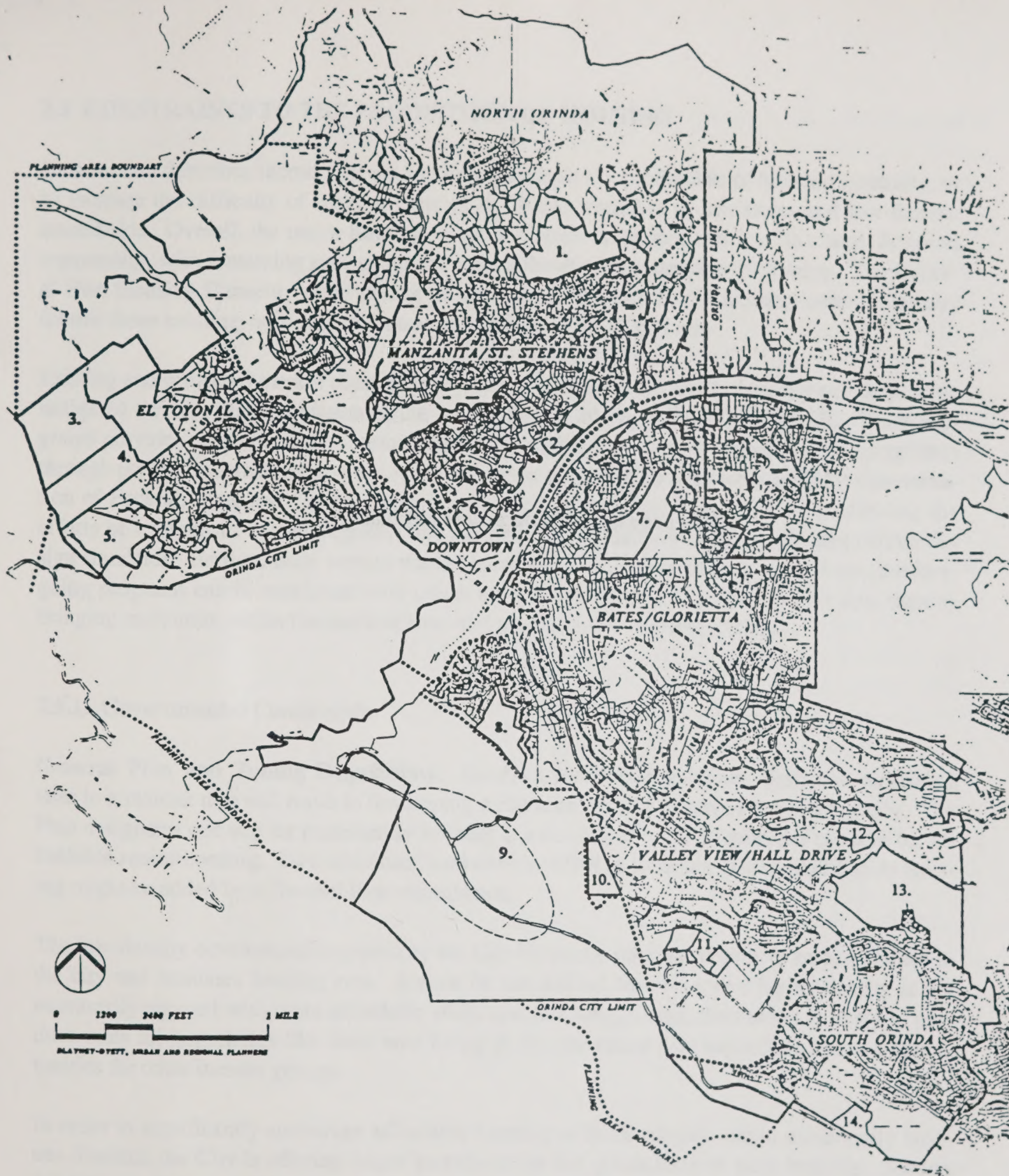


Figure 3.1: SITES FOR HOUSING DEVELOPMENT

(See Table 3-13 for description of sites)

..... ORINDA PLANNING SUBAREA BOUNDARY

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3.5 CONSTRAINTS TO THE PRODUCTION OF HOUSING

This section describes factors that act to either constrain the production of housing generally, or to increase the difficulty of making housing in Orinda available to moderate- and low-income households. Overall, the major limiting factor in Orinda is the fact that it is an almost built-out community, with remaining sites generally among those most expensive to develop. The General Plan Housing Element would permit an increase in the number of housing units in the city (above those existing, approved and under construction) by 10 percent.

Existing and projected market constraints to the production of affordable housing can, in part, be mitigated through implementation of the four programs listed under Policy 3.3.6.E. These programs provide incentives and opportunities for affordable units by: (1) reducing processing costs through permit fast-tracking and waiver or reduction of certain development fees; (2) dissemination of Federal, State and County housing assistance program information; (3) coordinating the efforts of a nonprofit housing agency; and (4) reducing production costs by relaxing certain design standards. Further, since current market constraints are largely economic in nature, the foregoing programs can be combined with others designed to allow a reduction in unit size, thereby bringing such units within the reach of low- and moderate-income households.

3.5.1. Governmental Constraints

General Plan and Zoning Regulations. Orinda's land-use regulations designate remaining sites in a manner that will result in developing a character similar to that of the existing city. The Plan designates one site for multifamily housing at a density of up to 30 units per net acre for affordable senior housing. Two additional sites are identified as locations where multifamily housing might be added by a General Plan amendment.

The low-density development required by the City limits the number of units to be constructed in the city and increases housing cost. It must be recognized, however, that higher density is not necessarily equated with more affordable units, and that unregulated, the market is likely to produce units for households like those now living in the city rather than expanding housing opportunities for other income groups.

In order to significantly encourage affordable housing to be developed within multifamily land-use districts, the City is offering major incentives for the production of such housing. Section 3.3.6.E provides such incentives in the form of fast-tracking application processing, waiver or reduction of impact fees, and reducing design standards. These programs are intended to compensate for the market demand to develop only higher cost units.

Building Codes. The City requires construction to the standards of the Uniform Building Code.

Fees and Exactions. Applicants for development approvals and building permits now bear the costs of processing their applications. These costs are passed on to the home buyers through increased home prices. This practice is common throughout California.

Total development fees (including utility connections) for a single-family residence are approximately \$18,000. For a multifamily building with seven units, fees would total approximately \$100,000 or just over \$14,500 per unit. Considerable further costs may be incurred if preparation of an Environmental Impact Report is necessary, which is considered to be likely for multifamily development and major subdivisions in Orinda.

Payment for connections to sewer and water systems are the responsibility of the developer. Additionally, developers must aid in providing public amenities for residents of their projects by contributing either land or in-lieu fees.

The City currently levies an in-lieu park-dedication fee of \$3,186 per detached single-family unit for acquisition and improvement of new park facilities. In addition, the City collects traffic fees of \$2,800 for each single-family unit, or \$2,100 for second or multiple-family units. Drainage fees of \$.56 per square foot of impervious surface are also collected, which can typically amount to about \$2,500. Collectively, these fees would represent a significant disincentive to the production of affordable housing; however, Program 3.3.6.E.1 would waive or reduce these fees for affordable units in multi-family projects, thus removing this constraint. In addition, this same program provides for an accelerated processing of projects containing affordable units, thereby increasing the relative attractiveness of such projects to prospective developers.

Project Processing and Improvement Requirements. Residential development application review by the City of Orinda is typical of most Bay Area cities and presents no additional constraints to affordable housing. With the exception of rezonings (which require City Council approval) all tentative subdivision maps and development plans are subject to approval by the Planning Commission. The City Design Review Board reviews many residential projects.

On- and off-site improvements required for residential projects in Orinda are also typical of most other Bay Area cities and present no additional constraints to affordable housing. In addition, reductions to normal on- and off-site improvement standards may be permitted by the City through the implementation of Section 3.3.6.E.4.

Federal Programs. Historically, federal programs have been instrumental in financing subsidized housing. Since 1981, however, there have been drastic reductions in the federal government's involvement in assisting in housing production. Annual appropriations for federal housing assistance programs fell from \$27 billion to \$9.9 billion between 1981 and 1984. Currently, there are no federal programs providing funds for the construction of housing for families.

While Orinda would be an unlikely location for subsidized housing whatever the federal funding policies, it is important to recognize that the federal withdrawal from involvement in housing places a greater emphasis on the role that all jurisdictions must play in providing affordable housing.

3.5.2. Nongovernmental Constraints

Availability of Financing/Interest Rates. Prevailing interest rates affect the rate of construction and cost of new units as well as the ability of households to purchase homes. Falling interest rates in 1986 have reduced costs for home-buyers and increased the number of households able to qualify for home loans. Table 3-10 identifies the variation in affordable prices for different income groups, based on two different assumed interest rates.

Land Costs. High land costs in Orinda contribute to the price of housing. Existing half-acre lots are generally priced above \$150,000, with many lots priced in excess of \$300,000. Table 3.10 indicates the highest unit price affordable to moderate-income households is \$188,200, assuming an interest rate of 10 percent. Substandard lots, many of which are less than one-third the size of the standard lots, with limitations on allowable house size, would be expected to be available for much lower prices. These substandard lots often have topographical and soils problems which make building costs expensive.

Potential multifamily sites would have considerably lower land costs per unit. The per-unit cost of purchasing the surplus Santa Maria Church for development of multifamily units at a density of 10 units per acre. However, the per-unit cost at the higher density allowed for affordable senior housing on this site (30 units per acre) could be as low as \$3,000.

Cost of Construction. As reported by the Construction Industry Research Board, construction costs in the Bay Area rose by approximately 43 percent from 1985 to 1989. Cost for a standard-quality single-family residence in the Bay Area as of September 1990 was estimated at \$150,000. A developer active in Orinda reports construction costs of \$75 per square foot for a one-story, 2,200-square-foot home. Constructing units of the size, quality and amenities common in Orinda adds considerably to construction costs. A developer of patio homes in the area reports costs of about \$75 per square foot for construction, and total contract construction costs (excluding design, approval, financing, sales costs and fees) of about \$100 per square foot. There is a strong correlation between increases in land costs and rising construction costs in that builders generally do not locate inexpensive homes on expensive lots.

Geologic Constraints. Unstable soils, steep slopes, landslide susceptibility and other hazardous conditions limit the potential intensity of residential land use in many areas. These conditions also limit the number of dwellings that can safely be accommodated on a given parcel. These conditions create the need for expensive soils analysis, grading and construction techniques, and geologic hazards have an inflationary impact on housing prices.

Community Concerns. The Housing Element and other elements of the Plan have been developed in large part through the efforts of a volunteer committee of Orinda residents. Non-committee members have participated through a series of public meetings. Throughout the process, there has been a clear community preference for adding diversity to the housing market while maintaining single-family character to the greatest extent possible. These preferences are expressed in the Plan.

3.6. OPPORTUNITIES FOR ENERGY CONSERVATION

The State of California sets energy conservation standards for new residential construction. The City can promote energy conservation in project design through a variety of measures.

It is in approving site plans that the City can assure new developments will have energy efficient design. Prior to project approval, the City can require developers (or their designers) to demonstrate that energy conservation and solar orientation have been a consideration in site and landscape design.

Many state and federal programs for energy conservation (including tax credits and zero-interest-rate loans) were terminated at the end of 1986. PG&E offers residential customers free energy audits and other energy-conservation incentives. Orinda residents may also take advantage of a cheaper off-peak rate (peak hours being from 2 PM to 6 PM) if they pay for installation of a special meter.

The City should work with local utilities and public energy agencies to identify key energy conservation measures relevant to the city. Appropriate ordinances and information dissemination to assure an energy conserving building stock should be developed from such investigations.

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Footnotes:

1. (from page 3-5) Different figures for persons per household or persons per unit for different time periods appear in this Updated Housing Element. The 1980 U.S. Census figure is 2.87 persons per occupied housing unit. A 2 percent vacancy rate existed in 1980, so the household population divided by the total number of housing units was 2.80. The state Department of Finance has reported that there were 2.757 persons per unit in Orinda in 1990. The ratio used to calculate population at buildout is 2.44 persons per household cited by ABAG for Orinda in 2005 (Projections '90). Vacancy assumptions are built into the 1995 and 2005 figures, but not specifically stated.
2. (from page 3-5) The nine-county Bay Region consists of: San Francisco, Marin, Sonoma, Solano, Contra Costa, Alameda, Santa Clara, San Mateo, and Napa counties.
3. (from page 3-9) Projection based on "Regional Economic-Demographic System" (REDS) utilized by ABAG since 1986, an analytical and econometric model which considers behavior for industry sectors, available data and projections from historical data.
4. (from page 3-24) This figure is from the 1980 Census. Since that time, 150 one-bedroom units have been built in the Senior Village.
5. (from page 3-25) Open-occupancy units are defined as those units available to all applicants and not only to certain groups, such as seniors or low-income families.



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